# CITY OF CHEROKEE, OKLAHOMA

# FINANCIAL STATEMENTS AS OF AND FOR THE YEAR ENDED JUNE 30, 2013



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# INDEPENDENT ACCOUNTANT'S REPORT ON APPLYING AGREED-UPON PROCEDURES

To the Specified Users of the Report:

The Honorable Mayor and City Council Cherokee, Oklahoma

Oklahoma Office of State Auditor and Inspector Oklahoma City, Oklahoma

We have compiled the accompanying Summary of Changes in Fund Balances and Net Assets of the City of Cherokee, Oklahoma and Proprietary Funds for the year ending June 30, 2013, the Budgetary Comparison Schedule-Modified Cash Basis-General and Other Governmental Funds, and the Statement of Revenues, Expenses and Changes in Net Assets for the Cherokee Development Authority for the year ended June 30, 2013. The financial statements have been prepared in a format and basis of accounting, as prescribed by Oklahoma Statutes, that demonstrates compliance with the cash basis and budget laws of the State of Oklahoma, which is a comprehensive basis of accounting other than generally accepted accounting principles. We have not audited or reviewed the financial statements referred to above, and accordingly, do not express an opinion or provide any assurance about whether the financial statements are in accordance with the cash basis described above.

Management is responsible for the preparation and fair presentation of the financial statements in accordance with the cash basis of accounting and the requirements of Oklahoma Statutes and for designing, implementing and maintaining internal controls relevant to the preparation of the financial statements.

Our responsibility is to conduct the compilation in accordance with Statements on Standards for Accounting and Review Services issued by the American Institute of Certified Public Accountants. The objective of a compilation is to assist management in presenting financial information in the form of financial statements without undertaking to obtain or provide assurance that there are no material modifications that should be made to the financial statements.

Management has elected to omit substantially all of the disclosures ordinarily included in financial statements prepared on the cash basis for governmental funds and accrual basis for proprietary funds. If the omitted disclosures were included in the financial statements, they might influence the user's conclusions about the City's assets, liabilities, equity, revenues and expenses. Accordingly, these financial statements are not designed for those who are not informed about such matters.

Additionally, we have performed the procedures enumerated below which were agreed to by the specified users of the report, as identified above, and as defined within the applicable state laws of the State of Oklahoma solely to assist the City in meeting its financial accountability requirements as prescribed by such state laws and evaluating compliance with specified legal or contractual requirements for the fiscal year ended June 30, 2013. Management of the City of Cherokee is responsible for the City's financial accountability and its compliance with those legal and contractual requirements. This agreed-upon procedures engagement was conducted in accordance with the attestation standards established by the American Institute of Certified Public Accountants and the additional requirements prescribed in

205 W. McElroy Suite 1 • Stillwater, OK 74075 • Office: 405-624-9500 • Fax: 405-624-7326 1011 Texas Ave. • Woodward, OK 73801 • Office: 580-256-6830 • Fax: 580-256-6019

Oklahoma Statutes §11-17-105-.107 and §60-180.1-.3 and the fieldwork and reporting standards of *Government Audit Standards*.

The sufficiency of the procedures is solely the responsibility of those parties specified in this report. Consequently, we make no representation regarding the sufficiency of the procedures described below either for the purpose for which this report has been requested or for any other purpose.

#### **Procedures and Findings**

As to the City of Cherokee as of and for the fiscal year ended June 30, 2013:

1. **Procedures Performed:** From the City's trial balances, we prepared a schedule of changes in fund balances for each fund presented (see accompanying Summary of Changes in Fund Balances-Modified Cash Basis) and compared the schedule results to the statutory prohibition of creating fund balance deficits to report any noted instances of noncompliance.

Findings: We found no instances of noncompliance.

2. **Procedures Performed:** From the City's trial balances, we prepared a budget and actual financial schedule for the General Fund and any other significant funds itemized by department (see accompanying Notes) and compared the actual expenditures and encumbrances reported to the authorized appropriations to report any noted instances of noncompliance with the appropriation limitations.

**Findings:** The City adopted a budget in compliance with relevant Oklahoma statutes for each fund required. The control level for the budget is the department level. There were instances of non-compliance where department level expenditures exceeded the appropriated funds and instances where there were no appropriations made to departments that had expenditures. We did not find effective budgetary control where supplemental appropriations could be made to prevent non-compliance. Additionally, there is not consistency in classifying expenditures correctly which can and did impact compliance with the budgetary statutes.

**Recommendations:** There are changes that need to be made in both the control processes for accurately classifying expenditures and monitoring department level expenditures throughout the year in order to fully comply with both budgetary statutes and effective management of city funds.

3. **Procedures Performed:** We agreed the City's material bank account balances to bank statements, and traced the timely clearance of significant reconciling items to report any significant or unusual instances of reconciling items that have not cleared.

**Findings:** We found instances where there were significant reconciling items that did not timely clear and instances where changes to the reconciliations were made well after the cutoff for that period. The control for reconciling material bank balances each period is effectively designed if reconciliations are performed properly and a good cutoff is observed. However, the reconciliations were not always done properly which resulted in items which were incorrect being reconciled and then errors corrected at a much later date after there should have been cutoff and no further transactions performed. This is effectively a management override of controls.

**Recommendations:** All bank accounts should be timely and completely reconciled and any differences immediately investigated and reported to management. Once a period is cutoff, there should be no changes to that period. Cutoff for each month should ideally be as soon after that month is reasonably possible and in no instances later than the end of the subsequent period. Management should be involved in supervisory activities to ensure that these controls are being followed.

**Procedures Performed:** We compared the City's uninsured deposits to fair value of pledged collateral to report any amounts of uninsured and uncollateralized deposits.

**Findings:** We found no deposits that were uninsured or not properly collateralized.

4. **Procedures Performed:** We compared use of material-restricted revenues and resources to their restrictions to report any noted instances of noncompliance.

**Findings:** No material instances of noncompliance were noted. However, there are numerous instances where expenditures were made from an improper account directly instead of a transfer to the appropriate fund being made and the expenditure coming from the correct fund. Restricted account balances are being maintained, however due to those improper expenditures, our opinion is that all restricted balances are likely overstated. There is no feasible way for us to determine the exact correct balance of restricted accounts. Because we believe the restricted accounts are overstated, rather than understated we did not have indications of either material or non-material compliance.

**Recommendations:** Management should implement new controls which prohibit any expenditure being made from a non-restricted account for restricted purposes or from another fund. Properly designed fund accounting principles should provide adequate segregation from restricted and unrestricted activities as well as be able to provide a basis for change in fund balance for each legal fund. It appeared that there were changes made to these procedures in this current year, however there were still numerous instances where an improper payment either from unrestricted funds for restricted purposes or from the incorrect fund were made.

5. **Procedures Performed:** We compared the accounting for the City's activities by fund to the legal and contractual requirements for separate funds to report any noted instances of noncompliance.

**Findings:** We found numerous instances of noncompliance. As discussed in the prior finding, there was management override of controls to an extent that those controls where wholly inadequate to prevent expenditures being made from an incorrect fund. Our procedures evaluated and corrected those instances to the extent possible. However, the instances were so prevalent that it is likely there were inappropriate expenditures from different funds that were not reclassified as a transfer.

**Recommendations:** We recommend consideration and implementation of a training program for employees to better understand fund accounting, implementation of additional controls to ensure that funds are separated according to type and use as required by legal and contractual requirements and that there is more effective management oversight to prevent override of these controls by employees.

6. **Procedures Performed:** We performed recalculations of debt service coverage requirements as well as an evaluation of compliance with material terms of all debt instruments.

**Findings:** We found no instances of material non-compliance with debt covenants. We still have concerns due to inadequate procedures to properly classify expenditures and that would be considered a material weakness in the design and operation of the system and could have an impact on our conclusion if the scope of our engagement was broader.

7. **Procedures Performed:** We performed substantive testing on a sample of all transactions to test for proper account classification, budgeting compliance, approval, and indications of fraud or misappropriations.

**Findings:** We noted significant instances of noncompliance. Our conclusion was this was due to management override of controls and inadequate employee training rather than intentional errors or misrepresentations of the financial statements.

8. **Procedures Performed:** We reviewed the grant agreements for grants received during the year, evaluated the City's compliance with grant terms and tested the grant expenditures for allow ability under the grant terms and for reasonableness.

Findings: We found no instances of noncompliance.

Additional Findings and Comments based on procedures performed in accordance with engagement for agreed upon procedures and statutory requirements:

- Improper or non-existent records on fixed assets and depreciation. We found no evidence to support prior year fixed asset carrying amounts or correct depreciation amounts for prior or current years. For proprietary funds, generally accepted accounting principles in the United States requires that assets are carried on the balance sheet at the lower of historical cost less accumulated depreciation or their impaired value. Since there does not seem to be a comprehensive list of these assets maintained by the municipality, it is difficult to form a conclusion on what the correct amount of depreciation expense that should be taken in the current year, whether or not the accumulated depreciation is correct and whether any assets are no longer in service or are impaired.
- Non-compliance with statutes regarding timely submission of an audit or agreed upon procedures report to the State Auditor. Oklahoma Statutes requires that a municipality submit a copy of their financial audit or agreed upon procedures as applicable prior to six months after the end of a fiscal year. Since this was not done, the gasoline excise tax has been withheld by the Oklahoma Tax Commission. If this is not completed within two years the amounts due to the municipality are lapsed and remitted to the county.
- Inadequate accounting system set-up and integration with other accounting programs and inadequate training and supervision of employees responsible for entry into the accounting system. Most if not all of our findings were directly or indirectly due to a poor design of the financial reporting system and/or poor training and procedures of accounting system personnel. There were changes made to those procedures and systems from the prior year which were improvements, however the overall operation of the reporting function does not meet the minimum standards of a similarly sized municipality in our opinion. We recommend that system design changes be considered and new procedures and controls be implemented along with

- adequate staff training and supervision that would improve the reporting function to at least minimal standards.
- Scope of engagement was limited by system limitations beyond the control of city management. We were not able to apply certain procedures that we feel could have allowed us to come to more informed decisions due to scope limitations because certain records are not maintained or available. Many of these were the result of reports in the utility system needing to be run as of the end of the close of a fiscal period. Subsequent activities posted in these ledgers impact those reports if ran after a fiscal period has already been closed which make it difficult or impossible for us to reconcile those account balances.

We were not engaged to and did not conduct an examination, the objective of which would be the expression of an opinion on compliance. Accordingly, we do not express such an opinion. Had we performed additional procedures, other matters might have come to our attention that would have been reported to you.

This report is intended solely for the information and use of the specified users, as identified above, and is not intended to be and should not be used by anyone other than these specified parties.

FSW&B CPA'S-PLLC

FSW&B CPA's-PLLC Stillwater, Oklahoma January 6, 2015

### City of Cherokee Summary of Changes in Fund Balances and Net Assets For the Year Ending June 30, 2013

	Beginning of Year	Current Year	End of Year Fund	
	<b>Fund Balances</b>	<b>Change</b>	<b>Balances</b>	
CITY:				
General Fund- Modified Cash Basis	535,989	625,556	1,161,545	
Special Revenue Funds- Modified Cash Basis	255,260	(98,249)	157,011	
Capital Improvement Funds-Modified Cash	36,236	2,190	38,426	
Town Subtotal	827,485	529,497	1,356,982	
ENTERPRISE FUNDS:				
Public Works Authority (Accrual Basis)	2,076,616	(50,164)	2,026,452	
<b>Enterprise Funds Subtotal</b>	2,076,616	(50,164)	2,026,452	
Overall Totals	2,904,101	479,333	3,383,434	
		11 010		

City of Cherokee Budgetary Comparison Schedule-Modified Cash Basis General Fund For the Year Ending June 30, 2013

,	Rus	dgeted Amounts			Variance with Final Budget
	<u>Original</u>	Amendments Final		Actual	Positive/(Negative)
	Original	Amendments	rillai	Actual	Tositive/(ivegative)
General Fund					
Revenues					
Taxes	628,000	-	628,000	1,498,465	870,465
Fines and Forfeitures	42,000	-	42,000	87,075	45,075
RV Park Rental Income	-	-	-	-	-
Grant Income	-	-	-	34,197	34,197
Ambulance Income	-	-		-	-
Other	56,970	¥	56,970	81,951	24,981
Total Revenues	726,970		726,970	1,701,688	974,718
Expenditures:					
Administration					
Personal Services	111,000	-	111,000	164,418	(53,418)
Maintenance and Operations	75,000	-	75,000	68,869	6,131
Other Services and Charges	25,000	<b>:</b>	25,000	17,160	7,840
Capital Outlay	40,000	=	40,000	10,630	29,370
Debt Service	-		-	3,662	(3,662)
Total Expenditures-Administration	251,000	-	251,000	264,739	(13,739)
Police					
Personal Services	310,130		310,130	294,632	15,498
Maintenance and Operations	43,000		43,000	43,401	(401)
Other Services and Charges	2,500		2,500	1,360	1,140
Capital Outlay	15,000		15,000	176,999	(161,999)
Debt Service	-		-	-	-
Total Expenditures-Police	370,630	-	370,630	516,392	(145,762)
Fire Department					
Personal Services	18,739		18,739	18,193	546
Maintenance and Operations	18,100		18,100	18,646	(546)
Other Services and Charges	-		-	-	-
Capital Outlay	-		-	7,924	(7,924)
Debt Service	_		-	28,261	(28,261)
Total Expenditures-Fire/Ambulance	36,839	-	36,839	73,024	(36,185)
Hotel/Motel Tax	07 007 0 1900 400				
Main Street (Tourism and ED)	10,000		10,000	25,000	(15,000)
Tourism	20,000		20,000	-	20,000
Total Hotel/Motel Tax Expenditures	30,000	-	30,000	25,000	5,000
Library					**************************************
Personal Services	41,212		41,212	35,562	5,650
Maintenance and Operations	25,500		25,500	28,192	(2,692)
Capital Outlay			-	19,955	(19,955)
Total Library Expenditures	66,712	-	66,712	83,709	(16,997)

Non-departmentalized

Grant Expenditures	E	-	¥.	.=	-
Maintenance and Operations	-		=	20,613	(20,613)
Capital Outlay	-		-	219	
Personal Services	-	-	-	73,054	(73,054)
Total Non-Departmentalized	-	-	-	93,887	(93,667)
Total General Fund Expenditures	755,181		755,181	1,056,750	(301,350)
Excess of Revenues over Appropriations					
Before other Financing Sources	(28,211)	-	(28,211)	644,937	673,368
Transfers (to)/from CDA	50,000		50,000	:=	(50,000)
Other Financing Sources	=		-	(19,382)	(19,382)
Transfers to/from Special Revenue Fund	<u> </u>		-		
Net Change in Fund Balance	21,789	-	21,789	625,556	603,986
7 - 17 1 - 7 - 1 - CV					
Fund Balance Beginning of Year			_	535,989	
Fund Balance End of Year			=	1,161,545	

## City of Cherokee Budgetary Comparison Schedule-Modified Cash Basis Special Revenue Funds For the Year Ending June 30, 2013

For the Year Ending June 30, 2013	Budgeted Amounts				Variance with Final Budget
	<u>Original</u>	<u>Amendments</u>	<u>Final</u>	<u>Actual</u>	Positive/(Negative)
Special Revenue Funds					
Revenues					
Taxes	340,000	-	340,000	294,259	(45,741)
911 Services	8,710	-	8,710	60,270	51,560
Cemetery	5,847	-	5,847	12,761	6,914
Airport	-	-	, -	8,424	8,424
Sales and Other Revenues	7,590	-	7,590	23,308	15,718
Total Revenues	362,147		362,147	399,022	36,875
Expenditures:					
Street and Alley					
Personal Services	137,802	~	137,802	57,943	79,859
Maintenance and Operations	75,000	-	75,000	225,199	(150,199)
Other Services and Charges	-	-	-	-	-
Capital Outlay	40,000	-	40,000	34,197	5,803
Total Expenditures-Street and Alley	252,802		252,802	317,340	(64,538)
Parks and Recreation					
Personal Services	25,793		25,793	55,249	(29,456)
Maintenance and Operations	30,000		30,000	53,121	(23,121)
Other Services and Charges	-			*	-
Capital Outlay	25,000		25,000	=	25,000
Grant Expenditures	-		-	-	
Debt Service				-	
Total Expenditures-Parks and Recreation	80,793	Ē	80,793	108,371	(27,578)
Airport					
Maintenance and Operations	-		-	23,439	(23,439)
Capital Outlay			-	-	-
Total Expenditures-Airport				23,439	(23,439)
Non-departmentalized					
Emergency Services-Debt Service	28,261		28,261	3,698	24,563
Personal Services	-	-	-	7,617	
911 Services	6,000		6,000	17,858	(11,858)
Cemetery	3,500		3,500	18,214	(14,714)
Total Expenditures-Non-Departmentalized	37,761	-	37,761	47,387	(26,572)
Total Special Revenue Expenditures	371,356	<del>-</del>	371,356	496,537	(142,127)
Excess of Revenues over Appropriations					
Before other Financing Sources	(9,209)		(9,209)	(97,515)	(105,252)
Transfers (to)/ from General Fund	(2,202)		-	-	(100,202)
Other Financing Sources/(Uses)			=	(734)	(734)
Transfers from CDA	50,000		50,000	-	(50,000)
Net Change in Fund Balance	40,791	=	40,791	(98,249)	
Fund Balance Beginning of Year				255,260	
Fund Balance End of Year				157,011	-
I did Dalance bid of Teat				101,011	=

City of Cherokee Budgetary Comparison Schedule-Modified Cash Basis Capital Project Funds For the Year Ending June 30, 2013

	D.	dastad Amaunta			Variance with
	<u>Budgeted Amounts</u>				Final Budget
	<u>Original</u>	Amendments	<u>Final</u>	Actual	Positive/(Negative)
Revenues					
Insurance Proceeds			-	*	
Loan Proceeds	=	×	o 🚍	-	
Cemetery Capital Improvement	2,000		2,000	2,190	190
Grants		-			
Total Revenues	2,000	•	2,000	2,190	190
Expenditures					
Cemetery	15,000	-	15,000	-	15,000
Airport	-	-	-	-	-
Capital Improvement Plan	-	-	-	-	-
Total Expenditures	15,000	-	15,000	-	15,000
Net Change in Fund Balance	(13,000)	-	(13,000)	2,190	(14,810)
Fund Balance-Beginning of Year				36,236	
Fund Balance-End of Year			_	38,426	

City of Cherokee Notes to the General Purpose Financial Statements As of and for the Year Ended June 30, 2013

#### 1. Summary of Significant Accounting Policies

#### The Reporting Entity

The City of Cherokee operates under the City Manager/Mayor/City Council form of government and provides the following services as authorized by its charter: public safety, streets, public improvements, planning and zoning, and general administration. The financial statements of the reporting entity include those of the City of Cherokee (the primary government) and its component units. The component unit discussed below is included in the City's reporting entity because of the significance of its operational and financial relationships with the City.

#### **Component Units**

Cherokee Development Authority, a legally separate entity from the City is governed by the same council that governs the City. For financial reporting purposes, the CDA is reported as if it were part of the City's operations because its purpose is to finance and provide water, sewer, and trash utility services to the citizens of the City and operate a RV park for the benefit of their residents.

#### **Basis of Presentation- Fund Accounting**

The accounts of the City are organized on the basis of funds, each of which is considered a separate accounting entity. The operations of each fund are accounted for with a separate set of self-balancing accounts that comprise its assets, liabilities, fund equity, revenues, and expenditures or expenses, as appropriate. Governmental resources are allocated to and accounted for in individual funds based upon the purposes for which they are to be spent and the means by which spending activities are controlled.

**GOVERNMENTAL FUND TYPES** – These are the funds through which most governmental functions typically are financed. The funds included in this category are as follows:

GENERAL FUND- The general fund is used to account for all financial resources except those required to be accounted for in another fund.

SPECIAL REVENUE FUNDS- (Street & Alley Fund, Emergency Services, 911 Special, Cemetery, Airport and Grant Funds) – Special Revenue Funds are used to account for the proceeds of specific revenue sources that are legally or contractually restricted to expenditures for specified purposes.

**PROPRIETARY FUND TYPES** – These funds account for operations that are organized to be self supporting through user charges.

ENTERPRISE FUND – (Cherokee Development Fund) – This fund is used to account for operations that are financed and operated in a manner similar to a private business enterprise, where the intent is that the costs of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges.

City of Cherokee Notes to the General Purpose Financial Statements As of and for the Year Ended June 30, 2013

#### 1. Summary of Significant Accounting Policies (continued)

#### **Basis of Accounting and Measurement Focus**

The entity reports the results of operations on a budgetary basis of accounting as directed by Oklahoma State Statute. Revenues are recognized when received and expenditures are recognized when they are encumbered or expended.

#### **Budgetary Accounting and Control**

The budget, as adopted by the City Council is filed with the Alfalfa County Excise Board. Budget amendments or supplements made during the year are recommended by the City Clerk and must be approved by the City Council. Amendments are then filed with the agency mentioned above. The budget and actual comparisons presented in the financial statements include the legally amended budgets for the respective funds.

Formal budgetary integration is employed as a management control device during the year for the General Fund.

Budgets as adopted by the Board of Trustees are prepared on a modified cash basis of accounting for governmental funds which is the same basis used to record actual revenues and expenditures.

All unencumbered budget appropriations lapse at the end of each fiscal year.

The level of control at which expenditures and encumbrances may not legally exceed appropriations is at the department level by fund for each legally adopted fiscal operating budget.

#### **Interfund Transactions**

Quasi-external transactions are accounted for as revenues, expenditures, or expenses. Transactions that constitute reimbursements to a fund for expenditures/expenses initially made from it that are properly applicable to another fund, are recorded as expenditures/expenses in the reimbursing fund and as reductions of expenditures/expenses in the fund that is reimbursed.

All other interfund transactions, except quasi-external transactions and reimbursements are reported as transfers. Nonrecurring or non-routine permanent transfers of equity are reported as residual equity transfers. All other interfund transfers are reported as operating transfers.

#### **Restricted Assets**

Certain assets of the City are restricted for use for certain payments. The assets consist of cash and short-term investments which are restricted for use as future refunds of utility customer deposits.

#### 1. Summary of Significant Accounting Policies (continued)

#### **Compensated Absences**

Under City personnel policies, City employees are granted vacation and sick leave in varying amounts depending upon years of service. In the event of termination, an employee is paid for accumulated vacation. It is the policy of the city that paid time off does not carry over from year to year. Rather employees either take the time off or are paid for it when they are at their maximum annual accumulation.

#### **Capital Assets**

The City uses the budgetary basis for recognizing its capital assets. Under budgetary basis the expense for the capital asset is recognized in the period in which cash is expended. No depreciation expense is recorded for governmental funds.

For proprietary type funds, depreciation of all exhaustible capital assets arising from cash transactions is recorded as an allocated expense in the Statement of Revenues, Expenses and Changes in Net Assets. Depreciation is provided over the assets' estimated useful lives using the straight-line method of depreciation. The range of estimated useful lives by type of asset is as follows:

Land	N/A
Buildings	40 years
Equipment	5-20 years
Utility property and improvements	10-50 years
Infrastructure	25-50 years

The City has not maintained adequate fixed asset records for prior years and consequently there is no detailed listing of assets placed in service, historical cost of those assets and accumulated depreciation. The City is in the process of preparing a comprehensive list of all government assets, evaluating impairments and recalculating depreciation based on their remaining useful lives. The depreciation expense recognized in the current year is based on the net book value of all depreciable assets, depreciated over a remaining useful life of an estimated twenty years.

#### **Inventory**

The City has adopted the accounting policy of expensing the purchases of inventory items at the time of purchase. Inventory balances are not maintained for unused materials and supplies on hand at the end of the year.

#### Contingencies

Grants require the fulfillment of certain conditions as set forth in the grant instrument. Failure to fulfill the conditions could result in the return of funds to the grantor. Although that is a possibility, the Board deems the contingency remote, since by accepting the grants and their terms; it has accomplished the objectives of the City to the provisions of the grant.

City of Cherokee Notes to the General Purpose Financial Statements As of and for the Year Ended June 30, 2013

#### 2. Risk Management

The City is exposed to various risks of losses related to torts; thefts of, damage to, and destruction of assets; errors and omissions; injuries to employees; and natural disasters. The City manages this risk through the purchase of commercial insurance policies. Risk management activities are accounted for by fund, and claims are recognized when it is probable that a loss has occurred and the amount of the loss can be reasonably estimated. In determining claims, events that might create claims, but for which none have been reported, are considered. There was no claims activity for the year just ended.

#### 3. Accounting Basis for Grants

The City does not follow its normal accounting procedures for recognizing revenue and expenses related to grants. The City uses the modified accrual basis of accounting consistent with generally accepted accounting principles for municipalities.

#### 4. Date of Management's Review

Subsequent events were evaluated through January 6, 2015, which is the date the financial statements were available to be issues.